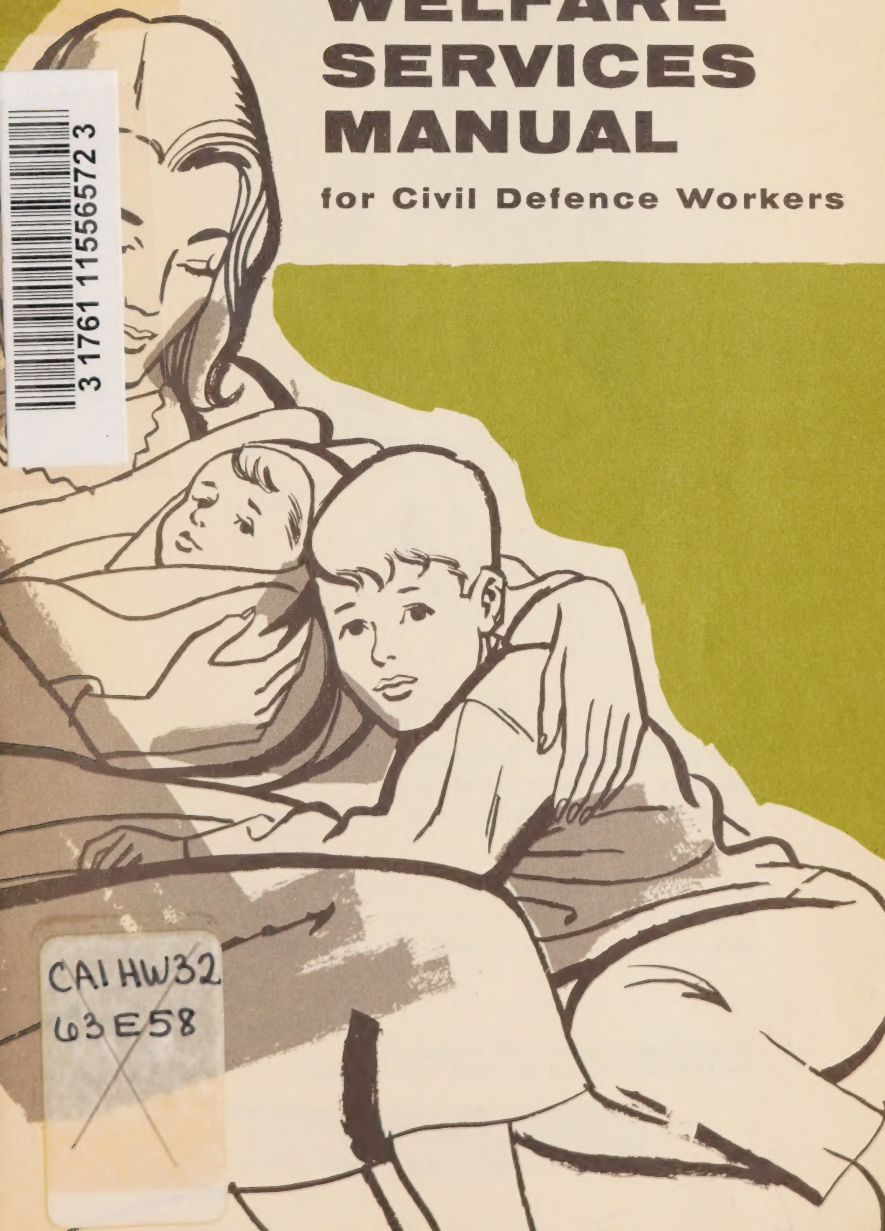


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EMERGENCY WELFARE SERVICES MANUAL

for Civil Defence Workers



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FOREWORD

This manual has been prepared to familiarize key civil defence workers in reception communities with the function, organization and operation of Emergency Welfare Services.

The pamphlets entitled "Your Emergency Pack" and "Welfare Tips For Survival" will provide supplementary information to that contained within this manual.

**Emergency Welfare Services Division,
Department of National Health and Welfare.**

EMERGENCY WELFARE SERVICES MANUAL FOR CIVIL DEFENCE WORKERS

• Introduction	3
• Governmental Responsibility	5
—Federal	
—Provincial	
—Municipal	
—Others	
—Emergency Welfare Services Organization Chart.	
• The Emergency Welfare Services	9
—Emergency Feeding	
—Emergency Clothing	
—Emergency Lodging	
—Registration and Inquiry	
—Personal Services.	
• Planning and Organizing a Reception Community	22
—Emergency Welfare Services Plan	
—Emergency Welfare Services Headquarters	
—Welfare Centre Area	
—Welfare Centre	
—Supporting Services.	
• Staffing and Training	24
—Emergency Welfare Services Director	
—Chiefs of Emergency Welfare Services	
—Welfare Centre Manager	
—Supervisors	
—Staff Selection	
—Training	
—Staff Organization Chart for Emergency Welfare Services.	
• Operations	28
• Conclusion	28



INTRODUCTION

Should a nuclear attack be launched against this continent, the survival of our people and of Canada as a nation would depend to a large extent upon the effectiveness of our Emergency Welfare Services program.

Large areas of our country would be destroyed, vast numbers of our people would be killed and many thousands would be injured. The complex economic and social structure through which we now maintain ourselves would collapse, temporarily at least. Added to this grim picture would be the problem of fallout.

Because evacuees, survivors and others would find themselves destitute and helpless in the midst of this chaos, Emergency Welfare Services (E.W.S.) must be prepared to meet those immediate needs of physical survival. Clothing must be given at once to those who would perish without it.

Feeding services must function early to sustain evacuees and others. Temporary lodging must be provided in relatively safe reception areas. Members of separated families must be reunited. Unaccompanied children and dependent adults must be cared for. The disturbed and those with personal problems would require counselling services. Material assistance must be available for those who need it.

To provide this assistance, five E.W.S. are needed: Emergency Clothing, Emergency Feeding, Emergency Lodging, Registration and Inquiry, and Personal Services.

The task would be tremendous. Our hope lies in good organization and sound operational planning—undertaken now.

To the question—Where must E.W.S. be organized?—there can be but one answer—“everywhere”. We cannot be sure that bombs would fall on so called “target areas” only. We do not know what parts of the country would be covered by fallout. Therefore, every community in Canada must organize E.W.S. Every community must have ready both an evacuation and a reception plan with emphasis placed on the situation most likely to be encountered. For example—while non-target areas would place emphasis on reception planning, they should have an evacuation plan ready in case that area becomes subjected to fallout.

These then are the E.W.S. that we must organize if we are to survive a nuclear attack.

Because we do not know when such an attack might come, we must prepare now.



GOVERNMENTAL RESPONSIBILITY

Civil defence is non-military defence, organized and directed by government at all three levels, for the protection and care of the people and for the survival of the nation as a functioning unit.

FEDERAL

The responsibilities of the Federal Government were allocated to several departments as set out in the Civil Defence Order-in-Council, 1959-656. The Department of National Health and Welfare was assigned among other responsibilities, that of assisting the provinces, the municipalities and others in organizing and operating the necessary E.W.S. To discharge its task, this Department created the Emergency Welfare Services Division whose main functions are:

- (a) Development of basic E.W.S. plans, policies and procedures which are capable of application throughout Canada.

- (b) Provision of welfare specialist courses and conferences at the Canadian Civil Defence College for key welfare officers in the five E.W.S.
- (c) Provision of assistance to the Provinces with the planning and development of their E.W.S. program, including training.
- (d) Development of operational supplies and equipment, such as the mobile feeding unit, clothing unit and operational forms.
- (e) Preparation, production and distribution of public education materials, such as manuals, pamphlets and large displays.
- (f) Co-ordination of E.W.S. plans with other government departments and agencies.
- (g) Co-ordination of E.W.S. policies and procedures with the U.S.A.

PROVINCIAL

The Provinces have primary responsibility for planning and organizing these E.W.S. in peacetime and for directing them in wartime within the confines of their borders. This division of overall emergency responsibility between federal and provincial governments is not a novel concept. Rather it is a natural extension of the principle well rooted in tradition, that welfare in all its aspects is a matter of provincial concern at all times. Existing peacetime provincial welfare departments would automatically swing into emergency action and direct E.W.S. in the event of war. This is as it should be, for provincial governments have authority, organization, knowledge, resources and experience. Above all they bear full responsibility in war as in peace for the welfare of the people.

The peacetime functions of the Provincial Departments of Public Welfare in E.W.S. should be:

- (a) To organize E.W.S. at the provincial and zone levels by utilizing existing services and/or creating new services where necessary.
- (b) To assist the municipalities in organizing E.W.S.
- (c) To develop plans to mobilize these E.W.S. Services in an emergency.
- (d) To direct and support a co-ordinated training program throughout the provinces.

- (e) To co-ordinate E.W.S. plans with other government departments and agencies.

The wartime function of the provincial departments of public welfare would be to operate the total E.W.S. program in the provinces.

Where Civil Defence Emergency Measures (CD/EM) Zones have been created in a province, they would form the link between provincial E.W.S. Headquarters and the municipalities and local communities. The peace-time role of the Zones is to assist their provincial welfare department in carrying out its planning, organizational and training tasks. In wartime, the role of the Zone is to provide the operational link between the department and the municipalities.

MUNICIPAL

Local communities are responsible for actually providing E.W.S. to victims of attack, evacuees and all others in need who arrive at their Welfare Centres. This important operational level must function efficiently if federal and provincial efforts are to be effective. The welfare services of local government therefore must assume responsibility for the organization and operation of E.W.S. The main tasks of the local E.W.S. are:

- (a) To develop an E.W.S. plan.
- (b) To divide the community into Welfare Centre Areas, and to select and organize the Welfare Centres.
- (c) To select key E.W.S. officers from local government as far as possible, and from welfare agencies or related businesses where appropriate.
- (d) To co-ordinate E.W.S. plans with those of the other emergency services in the community and with zone and provincial E.W.S. plans.
- (e) To train E.W.S. personnel.
- (f) To conduct various training exercises.

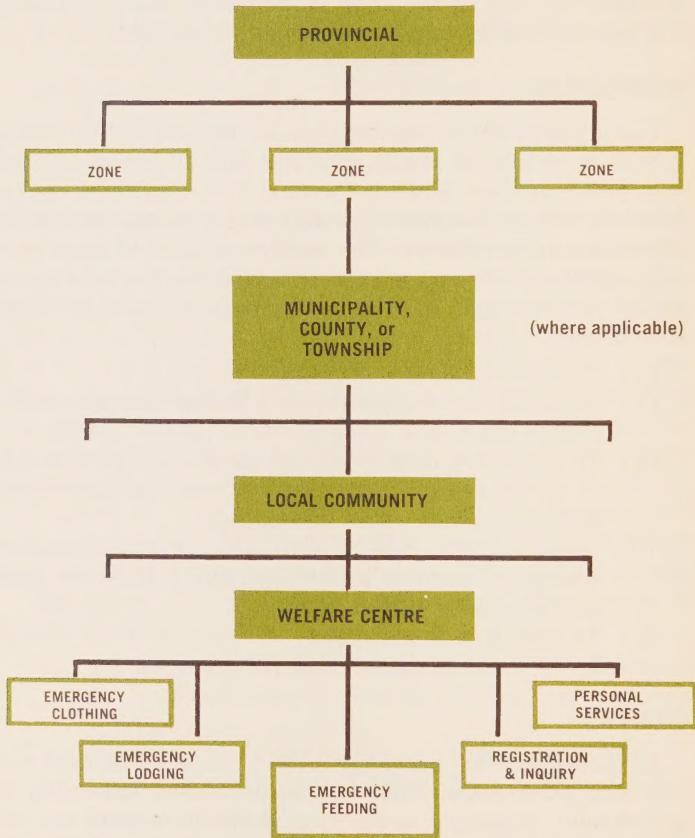
OTHERS

Responsibility for providing E.W.S. cannot and does not end with government. Under the guidance and leadership of government, especially at the local level, all welfare and related resources must be utilized. Independent agencies, private welfare services, and related businesses and professions which

serve the needs of people in peacetime are invaluable resources which must be co-ordinated with public services.

The E.W.S. task would be tremendous and would arise suddenly within hundreds of thousands of reception communities across Canada. For this reason vast numbers of able, well-trained volunteer workers would be required immediately to put the E.W.S. plan into smooth and effective operation.

EMERGENCY WELFARE SERVICES ORGANIZATION





THE EMERGENCY WELFARE SERVICES

The aim of the E.W.S. organization is to meet the essential survival needs of people following a disaster and to provide temporary rehabilitation assistance until regular pre-disaster welfare services resume operations or until other plans and programs come into operation.

EMERGENCY FEEDING

The speed with which some kind of suitable food or liquid is made available in an emergency would influence:

- (a) The preservation of life itself (especially in the case of infants).
- (b) The morale of people (prevent discouragement, ill temper, lack of co-operation).
- (c) The condition of casualties (counteract shock and dehydration).
- (d) The efficiency of workers (mental as well as physical).

Therefore, emergency feeding must be provided for those people who have no food and/or no facilities to prepare their own meals. Feeding includes both water and food. The need for water is more urgent than food for survival.



Who Would Receive Emergency Feeding?

The majority of evacuees would feed themselves in private dwellings used for emergency lodging in reception areas. They therefore would not require mass emergency feeding.

Groups which would need mass emergency feeding fall into five broad categories:

(1) *Evacuees*

- at Welfare Centres. On arrival they should be given a hot drink.
- in congregate lodging facilities.
- enroute from evacuation areas to reception areas, if they have no food with them and if the length of time enroute made feeding necessary.

(2) *Patients and Staff*

- in the following Emergency Health Services installations:
 - Advanced Treatment Centres
 - Emergency Hospitals
 - Medical Centres
 - Blood Shadow Depots.

(3) *Civil Defence Workers*

- working in places far from feeding areas
- who cannot come to feeding stations.

(4) *Residents and Staff*

- of improvised welfare institutions. (Set up in a reception area to lodge residents evacuated from institutions elsewhere).

(5) *Total Population*

- in a community where the breakdown of public utilities or difficulty in food distribution makes this necessary.

What Kind of Food?

- (a) A hot sweet drink and a standard infant formula would be provided at Welfare Centres where possible.
- (b) Two simple “one-dish” meals per day would be provided for all other mass feeding; other foods would be added as available.
- (c) Civil defence workers, because of the heavy work they would be doing, would receive supplementary food at designated feeding stations.
- (d) Casualties and other hospital patients would receive regular emergency meals, or liquids and modified food as specified by medical authorities.
- (e) Blood donors in Blood Shadow Depots would receive a hot drink only.

How Would Mass Feeding Be Done?

Every possible means of feeding might be required, including:

- (a) Commercial feeding establishments (restaurants, cafeterias, hotels, snack bars)
- (b) Non-commercial feeding establishments (school and factory lunch rooms, church halls, college dining rooms, private clubs, community halls)
- (c) Existing facilities which have some cooking capabilities but are not in themselves eating places (food processing plants, ceramic factories, brick yards, dairies and laundries)
- (d) Improvised facilities (indoor and outdoor).

All these facilities could be converted to emergency use by round-the-clock food production, streamlined service, continuous feeding and the use of mobile feeding equipment.

EMERGENCY CLOTHING

Due to our severe climate, an enemy attack would make the provision of emergency clothing immediately necessary. This need would be especially urgent if the attack took place at night or in winter and if people had to leave their homes quickly.

What Kind of Clothing Would Be Issued?

Emergency Clothing would be provided in three stages:

(a) **emergency covering** (a blanket or coat)

—to save the lives of people not properly protected from the elements.

(b) **emergency clothing**

—to clothe people in a manner that would permit them to work and to care for themselves.

—to replace the contaminated clothing of workers and evacuees.

(c) **return to normal**

—to operate a more normal system of supply and distribution when enough clothing stocks become available, so that people could make a choice.

Where Would Clothing Supplies Be Obtained?

Relatively little new clothing would be available in reception areas as large stocks are not carried by retailers and wholesalers. Furthermore, most of the clothing manufacturers are located in probable target areas which might be destroyed in a nuclear war. Therefore, used clothing would provide the largest resource.

Used clothing would be collected by “*clothing drives*” within the reception communities. It would be taken to the Clothing Depot, where it would be sorted and sized and then distributed as required to the Welfare Centres for issue to evacuees.



**the
three
clothing
stages**





EMERGENCY LODGING

People who have left their homes or whose homes have been destroyed in an emergency, would need emergency lodging in reception communities. Smaller cities, towns, villages and rural areas would be overcrowded with large numbers of homeless people.

Who Would Receive Emergency Lodging?

All homeless people who had not made their own private emergency lodging plans, or were unable to carry them out in the initial emergency period, would be provided with emergency lodging. These people would include:

- (a) Individuals and families able to care for themselves
- (b) Unattached children and dependent adults
- (c) Children and adults in welfare institutions
- (d) Children in residential schools
- (e) Children in day schools (if the warning time is short)
- (f) Persons discharged from hospital on receipt of warning.

Where Would The Homeless Be Lodged?

Evacuees would be assigned to accommodation in:

(1) *Private Dwellings*

The individuals and families assigned to private homes (the largest accommodation resource in any community) would be expected to look after themselves, as amenities of living would be there already (e.g. cooking and sanitary facilities, blankets).

(2) *Commercial Facilities*

Hotels and motels would be used where available.

(3) *Other Buildings*

If there is insufficient suitable accommodation in private dwellings, individuals would be assigned to congregate lodgings. Buildings such as church halls, institutions and auditoriums would be used for this type of accommodation.



(4) *Summer Camps*

This type of facility would be used if there were insufficient accommodation available in private dwellings and other buildings.

How Would Evacuees Be Lodged?

- (a) The normal procedure would be for the homeless to go to Welfare Centres. There, Lodging Assignment Officers would assign them to accommodation. If this procedure could not be followed, for any reason (e.g. fallout) evacuees would be sent directly to lodgings or space where they would be protected from fallout. They subsequently would go to the Welfare Centre to inform the Emergency Lodging Service of their whereabouts, and to be assigned to other accommodation if necessary.
- (b) When time permitted, some factors, such as nationality, language, occupation, and religion should be considered when making lodging assignments, in order to ensure as far as possible the compatibility of the householder and the evacuees.
- (c) If evacuation and reception plans have been made for Welfare Institutions, they would know where they would be lodged in the reception community—either with an existing similar institution or in a suitable building which would be set up as an improvised institution. If these prior arrangements had not been made, suitable accommodation would have to be found for these institutional groups when they arrive in a reception community.



REGISTRATION AND INQUIRY

Members of many families in target areas would be separated during a pre-attack evacuation or during an attack. The first concern of such evacuees arriving in a reception community would be to obtain information about the missing members of their families.

The function of the Registration and Inquiry Service is to reunite members of separated families as quickly as possible and to answer inquiries regarding the safety and whereabouts of missing persons.

Who Would Receive This Service?

Evacuees who have been separated from other members of their immediate family would be registered first at Welfare Centres. Here they also would fill out Inquiry Cards for missing members of their families. Other evacuees would be registered and would make their inquiries later, if necessary and if circumstances permitted.

Mobile Registration and Inquiry Teams would go to regular hospitals, emergency hospitals, and institutions to register the evacuees therein.

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How Would Registration and Inquiry Be Done?

Registration would be carried out by one member of a family (normally one parent) filling out a Registration Card under group instruction.

Inquiries about missing family members would be made in a similar manner via Inquiry Cards.

A Special Help Room would be available for the individual registration of evacuees unable to register in groups because of language, shock, emotional disturbances, or any other reason.

The original of each Registration Card would go to the Central Registry for the target area concerned. The copy would go to the Local Registry.

Inquiry Cards would be sent to the Local Registry for information about the persons concerned. For inquiries about which no information was available, the cards would be sent on to the Central Registry. After available information was recorded on the Inquiry Cards, they would be returned to the Welfare Centre from which they originated, and given to the inquirers.



PERSONAL SERVICES

In every scale disaster—war or natural—there are always many persons affected who have personal problems and questions which must be handled on an individual rather than on a mass care basis.

What Kind Of Help?

The Personal Services section is responsible for providing separated family members, unaccompanied children, the shocked, the bereaved, the infirm and handicapped, and many other persons, with individual and/or specialized care and material assistance to help them overcome their particular difficulties.

This service would be provided through four bureaux: Reception, Unattached Children and Dependent Adults, Institutional Care, and Counselling and Emergency Aid.

(1) *Reception*

Upon arrival in a reception community, evacuees would be directed to a Welfare Centre.

Evacuees arriving from an area suspected of being, or known to be a fallout area would, before being sent to a Welfare Centre, be checked for contamination. When necessary they would be decontaminated and given clean clothing.

At the Welfare Centre, reception workers would answer questions, provide information and direct persons in need of emergency help to the appropriate E.W.S. Reception workers would separate from the overall group those evacuees who were unable to look after themselves so that they could be given special help.

The morale of evacuees arriving at Welfare Centres in a physically and mentally distressed state naturally would be very low. The adequacy of this service therefore would have an important affect upon the evacuees.



(2) *Unattached Children and Dependent Adults*

If a child or a dependent adult was temporarily or permanently separated from his family or friends during the evacuation, he would be separated from the overall group of evacuees and given special care. In most instances this would necessitate setting up facilities and equipment so that such persons could be cared for in groups. Group care would simplify the problem of identification. More important, it would provide evacuees with the best type of care possible under the circumstances. E.W.S. and other services would be taken to these groups of evacuees

as required. As soon as possible in the temporary rehabilitation period, a foster care program would be commenced in the area so that those children and dependent adults who had been permanently separated from their families could be placed in selected private homes.

(3) *Institutional Care*

Provinces and municipalities are responsible for pre-determining accommodation sites in reception areas for welfare institutions (e.g. blind, deaf, handicapped, the aged, residential schools, and children's homes) which would be evacuated from target areas in an emergency. Where possible, an institution would be evacuated to a similar institution. Target and reception area institutions must make the necessary arrangements, within the overall CD/EM plan, for either the evacuation (e.g. transportation) or the reception and care (e.g. supplies) of the inhabitants and staff of these institutions.

(4) *Counselling and Emergency Aid*

Information and counselling services would be available in the reception areas to help people with personal and emotional problems and with needs created or aggravated by the disaster. They would also help such people work out plans for their initial rehabilitation. In addition, financial and/or material assistance would be available to meet the temporary rehabilitation needs of those affected by an attack, thereby transferring them from mass care to an individual care program.





PLANNING AND ORGANIZING A RECEPTION COMMUNITY

Each reception community should be told by its Provincial CD/EM Headquarters the number and types of evacuees for which it would be expected to provide care in a national emergency.

EMERGENCY WELFARE SERVICES PLAN

Every reception community should have a written E.W.S. plan which outlines the organization and procedures to be used in setting up and operating E.W.S. in an emergency. This includes operations within the E.W.S. Headquarters and the Welfare Centres.

EMERGENCY WELFARE SERVICES HEADQUARTERS

Such a plan should set forth the organization of the E.W.S. Headquarters, which is part of the overall CD/EM Headquarters Organization.

At E.W.S. Headquarters, the Director of E.W.S. and his five Chiefs of Service would be responsible for planning, directing and controlling the emergency operation, including all necessary liaison and joint planning with the other services at the CD/EM Headquarters.

WELFARE CENTRE AREA

Each reception community should be divided into welfare operational areas called Welfare Centre Areas.

The boundaries of these geographic areas should be determined by the Director of E.W.S. in conjunction with the CD/EM Co-ordinator and the Heads of the other Services.

The E.W.S. required by evacuees assigned to a particular Welfare Centre Area would be provided by the staff of the Welfare Centre in that Area.

WELFARE CENTRE

The basic operational unit of E.W.S. within a Welfare Centre Area is the Welfare Centre. This is the place at which evacuees would be received and from which E.W.S. would be administered and provided. A Welfare Centre may be one building (e.g. a school) or it may consist of one or more adjacent buildings.

A Welfare Centre's function may be termed as two-fold:

- (a) Administering and operating the five E.W.S. within the Welfare Centre Area. This includes providing E.W.S. in other CD/EM installations (e.g. Emergency Hospitals) as long as they are required.
- (b) Providing E.W.S. as required during re-entry operations (e.g. Mobile Teams).

SUPPORTING SERVICES

The efficient operation of E.W.S. would require supporting services from the other CD/EM services and various government departments and agencies in reception communities. These would include Communications, Transportation, Fire, Police, Engineers, Health, Warden, Rescue, Information, Post Office Department and War Supplies Agency.

The emergency plans and operational procedures of all of these services must be co-ordinated.

STAFFING AND TRAINING

The municipal authority should delegate the responsibility for E.W.S. to the Department of Welfare, which would appoint a Director of E.W.S.

In communities where a public welfare service does not exist within the municipal government, the municipal authority would select the person best fitted by training, experience and temperament to fulfill the responsibilities of an E.W.S. Director.

EMERGENCY WELFARE SERVICES DIRECTOR

The E.W.S. Director, assisted by his E.W.S. Planning Committee, is responsible for planning and organizing E.W.S. in peacetime and for the overall direction and control of E.W.S. operations in an emergency. At all times he is responsible for co-ordinating E.W.S.' plans and operational procedures with those of other emergency services in the municipality.

CHIEFS OF EMERGENCY WELFARE SERVICES

One of the first tasks that faces the E.W.S. Director and his Planning Committee is the completion of E.W.S. Headquarters staff by the appointing of a qualified Chief for each of the five E.W.S.

Each Chief of E.W.S., under the direction of the E.W.S. Director, is responsible for the overall planning, organizing, and operating of his service throughout the whole reception community.

WELFARE CENTRE MANAGER

The Welfare Centre Manager, who is responsible directly to the E.W.S. Director, is the key person in the actual provision of E.W.S. The Welfare Centre Manager must be well qualified to fulfill his responsibilities. These include the preparation of administrative and operational plans for his Welfare Centre and the setting up and operation of the Welfare Centre in a disaster in accordance with policies and instructions received from E.W.S. Headquarters.

SUPERVISORS

In each Welfare Centre a Supervisor should be appointed for each of the five E.W.S. Each Supervisor is administratively responsible to the Welfare Centre Manager. In addition he receives instructions regarding policies and procedures concerning the operation of his specific Service from the appropriate Chief at E.W.S. Headquarters.

Each Supervisor is responsible for organizing and operating his specific Service within the Welfare Centre Area. This includes selecting, training and supervising his staff members.

STAFF SELECTION

Selection of staff members should take place in three stages:

- (a) Key administrative and supervisory staff members.
- (b) Workers for the five E.W.S. These should be selected after key staff members have been trained and have developed basic organizational and operational plans.
- (c) Workers required to do jobs that do not require E.W.S. training (e.g. clerks and kitchen help). These workers should be recruited at the time of an emergency.

Alternates should be named for all key administrative and supervisory positions.

TRAINING

Training is an important part of the E.W.S. program, as it ensures that a nucleus of trained workers would exist to set up and operate E.W.S. in an emergency.

(1) Courses

The E.W.S. Director, members of the E.W.S. Planning Committee, Chiefs of E.W.S., Welfare Centre Managers, and Supervisors should all attend a General Civil Defence Orientation Course and a General E.W.S. Course. These courses should be given in the Provinces. The Chiefs and Supervisors of E.W.S. should receive specialist training in the particular service for which they are responsible. The Chiefs of the larger recep-

tion communities should receive this training at the Canadian Civil Defence College, with the other Chiefs and the Supervisors being trained in the provinces.



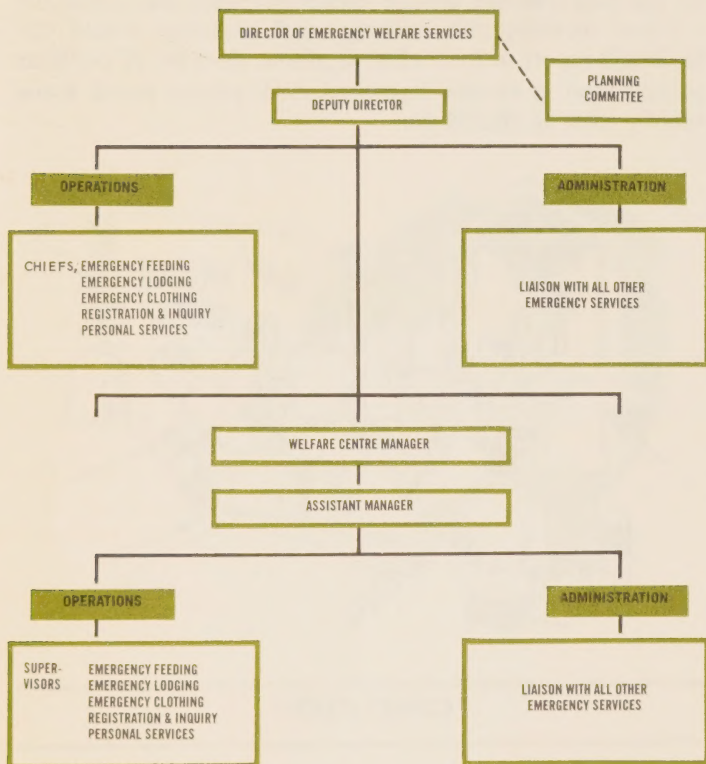
(2) Exercises

Exercises should be held often to test and retest the adequacy of the E.W.S. organization and the operational plans, the competence of the workers, and the efficiency of the operational procedures.

These Exercises gradually should become more ambitious in size and scope. Initially they should be paper exercises held for a single E.W.S. in a Welfare Centre. Next they should involve more than one Service until all E.W.S. in one Welfare Centre Area are exercised at once. Later the total E.W.S. operation of the reception community, including supporting services, should be tested. Exercises involving the public then should be held.

Eventually the total CD/EM Organization of the reception community should participate in zone, provincial and federal Exercises.

RECEPTION COMMUNITY STAFF ORGANIZATION CHART FOR EMERGENCY WELFARE SERVICES



OPERATIONS

When CD/EM services are alerted, all E.W.S. staff members must be warned and mobilized.

There is no standard alerting system. The system adopted by a reception community will depend upon local factors and circumstances. However, whichever system is adopted should be one that does not depend exclusively upon the telephone.

Upon receiving the warning, staff members would immediately report to their allotted places. Because of previous participation in various Exercises, each person would know exactly what he should do.



CONCLUSION

If the E.W.S. operation is to function efficiently and effectively immediately after a disaster, careful and detailed E.W.S. plans must be made. The organization must be set up now in every community in Canada.



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